



**King County**

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**The Adult Justice Operational Master Plan**

**KING COUNTY CAPACITY OPTIONS: 2002 - 2010**

**Report**

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May 2002





## ACKNOWLEDGEMENTS

This Adult Justice Operational Master Plan (AJOMP) Report represents recommendations on King County capacity options from the King County Executive to the King County Council.

Many members of King County, local jurisdictions, state criminal justice agencies, and members from the health and human services organizations participated in the two year AJOMP effort which provided information and recommendations to the Executive.

In particular, the AJOMP Team would like to thank the Honorable Bobbe Bridge, Justice, Washington Supreme Court, chair of the AJOMP Advisory Committee and for her guidance and her willingness to stay involved in County issues.

The 5 judges who gave willingly and extensively of their time, insight, and experience in order to lead the three AJOMP workgroups:

- The Honorable Michael Spearman, Judge, Superior Court, Chair of the Felony Workgroup
- The Honorable Michael Trickey, Judge, Superior Court, Co-Chair of the Alternatives Workgroup
- The Honorable David Steiner, Judge, District Court, Co-Chair of the Alternatives Workgroup
- The Honorable Jean Rietschel, Presiding Judge, Seattle Municipal Court, Co-Chair of the Misdemeanant Workgroup
- The Honorable Janet Garrow, Judge, District Court, Co-Chair of the Misdemeanant Workgroup

Steve Thompson, Director, Department of Adult and Juvenile Detention; Barbara Gletne, Director, Department of Community and Human Services; Alonzo Plough, Director of Public Health, Pat Steel, Manager, Construction and Facilities Division; and Barbara Miner, Director, Department of Judicial Administration both for their personal involvement and their willingness to commit their staff to the various workgroups and research projects. Steve Call, Director, Office of Budget for his never flagging optimism and interest in all things data related.

The King County Council, in particular Councilmember Larry Gossett, Clif Curry and Doug Stevenson, for their commitment and support.

The Honorable Norm Maleng, Prosecutor, and Sheriff Dave Reichert for their leadership.

Bob Boruchowitz, The Defender Agency; Dave Chapman, Associated Counsel for the Accused; Anne Daly, Society of Counsel for the Representation of Accused Persons; and Rufus McKee, Northwest Defender Agency for their personal involvement and the involvement of their staff.

Representatives from the cities – in particular, Rosemarie Ives, Mayor, Redmond; Londi Lindell, City Attorney, Mercer Island; Gary Long, City Manager, Burien; David Moseley, City Manager, Federal Way; and Eric Swansen, Senior Management Analyst, Shoreline who participated on the AJOMP Advisory Committee which provided oversight to the three work groups.

The State Department of Corrections – in particular, Karen Portin, Field Administrator.

Lastly, the AJOMP team would like to thank Ron Sims, King County Executive for his vision and leadership.



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## EXECUTIVE SUMMARY

In order to respond to a growing detention population that is projected to exceed detention capacity, and to determine if there are inmate populations being housed in the jail that could be sanctioned in a less restrictive manner, the King County Council established the Adult Justice Operational Master Plan (AJOMP). Through Motion 11001, the King County Council authorized the work plan, staffing, and funding of the AJOMP with the purpose and the recommendations contained in this report to:

- Explore alternative types of sanctions that would meet the needs of public safety, be cost effective, reduce future criminal behavior,
- Identify justice system process improvements that will reduce costs, and
- Establish a capacity framework and recommendations for King County detention facilities, including addressing the need to build additional jail capacity for the next decade.

### **Inmate Population Forecast Compared to Capacity**

The 2001 total detention population ADP was 2,906, and has grown at an average of 3% per year for the past 4 years. The AJOMP group in conjunction with the Department of Adult and Juvenile Detention developed a population forecast that assumed a 3% annual overall growth rate through 2010, and assumed all eligible inmates were diverted to current alternatives such as work release based on existing criteria.

***If the recent practices that have affected jail use do not change and the status quo continues, the County's adult detention facilities will be out of needed beds by a forecasted amount of 69 in 2005 growing to 622 beds by 2010.***

From 1990 to 2000, King County's jail Average Daily Population (ADP) grew 70%. The major drivers in the growth in the adult detention jail ADP over the last decade were an increase in the average length of stay (ALOS), which increased on average 6 days per case or 50%, and an increase in the number of jail admissions by 21% or 11,000 admissions.

- On the Misdemeanant side, 60% of the increase in ADP was driven by public policy (change in DUI laws and domestic violence cases). The remaining 40% is not directly attributed to any one event but a collection of demographic, public policy, and criminal justice court changes (e.g. arrest and conviction rates, crime in society, judicial sentencing, prosecutorial practices, etc....).
- The felony population ALOS remained relatively stable from 1990 to 2000. But, the number of pre-sentence felony admissions increased dramatically by 69%. This growth is almost entirely accounted for increases in two categories – drugs and non-compliance (many of which are associated with drug charges). Drug cases are the single biggest workload factor in the felony system - 37% of the Superior Court filings in 2001.

In order to accomplish the outlined objectives, the AJOMP established three inter-jurisdictional and inter-agency groups led by judges of the King County Superior, District Courts, and Seattle Municipal Court. The Felony Work Group and Misdemeanor Work Group addressed process changes in handling of cases; and the Alternatives Work Group reviewed populations and appropriate "best practices" to provide additional options to incarceration. An Advisory Committee chaired by the Honorable Bobbe Bridge, Washington Supreme Court Justice, provided oversight to the three work groups. The AJOMP worked in collaboration with representatives from King County, state criminal justice agencies, local cities, and human service and community stakeholders.



King County has a statutory duty to house felons, and state-filed<sup>1</sup> King County misdemeanants, and therefore, are the high priority populations for King County. King County does not have a statutory obligation to accept city misdemeanants, which currently make up approximately 20% of the total detention population. The following recommendations in process and alternatives, while being available to all populations, will be targeted first at the high priority populations to alleviate jail crowding and future building of jail capacity.

## **AJOMP Work Group Recommendations**

### **Felony and Misdemeanor Work Groups**

The objective of the Felony and the Misdemeanor Work Groups was to review, analyze, and recommend changes to the pre-trial population, which comprised approximately 51% of total 2000 population. Each work group produced recommendations to improve how cases are handled and actions to reduce the impact of pre-sentence inmates (those awaiting trial or sentencing) at the detention facilities. Eighteen recommendations for implementation by King County were put forth by these two groups that could incrementally and cumulatively reduce jail population, including:

- Reminder calls to reduce failure to appear at judicial proceedings (already partially implemented).
- Recommending the use of electronic home detention (EHD) and work education release (WER) for pre-sentence defendants.

For a complete list of all eighteen recommendations, please refer to the section titled “Alternatives to Address Capacity Forecast – Process (front end) changes that decrease population”).

### **Alternatives Work Group**

The AJOMP commissioned the Alternatives Work Group to review, analyze, and recommend alternatives to incarceration. The team reviewed “best practices” from other jurisdictions and recommended implementation of a day reporting center focusing on failure to comply populations.

#### **Day Reporting Center**

The Executive is piloting a Day Reporting Center program serving 25 low-level, low-risk offenders primarily aimed at the failure to comply jail population. A Day Reporting Center (DRC) is a non-residential intermediate sanction that combines high levels of control with intensive delivery of treatment and other services. (After an evaluation of the pilot DRC, possibly expand the program to include a greater population and possibly move to a larger location, to include expanded day-treatment services.)

## **2002 Budget Proviso**

### **Treatment Options**

In the 2002 budget the Council requested the AJOMP project make recommendations for more effective use of treatment resources to reduce jail use, and make recommendations regarding the use and continued operations of Cedar Hills Addiction Treatment Facility (CHAT) and North Rehabilitation Facility (NRF).

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<sup>1</sup> State filed cases are primarily Washington State Patrol cases and cases from unincorporated King County.



### Cedar Hills Addiction Treatment Facility (CHAT)

Cedar Hills is a 202-bed residential treatment facility primarily serving chronic inebriates and long-term drug addicts. While the client capacity is 202, currently only 168 of those beds are under contract with an average daily census of 130. The primary source of revenue supporting the services provided at the facility is state funds. The rates paid by the state, however, are insufficient to cover the expenditures incurred in providing services. As a result, the facility has been operating at a deficit for several years. The Current Expense (CX) subsidy to the state program was 1.4 million in the 2001 budget.

#### *Recommendation*

1. It is the recommendation that the Cedar Hills Addiction Treatment Facility currently owned by King County and operated by the Department of Community and Human Services (DCHS) be shut down effective December 31, 2002, with a phase down starting in mid-2002.

### North Rehabilitation Facility (NRF)

The NRF is a “special detention facility” that provides the state-certified chemical dependency *Stages of Change* treatment program and jail industries (in-custody work crew), as well as life skills programming (e.g. GED, employment counseling, parenting skills, etc.). About 45 of the 192 inmates housed at NRF on average every day participate in the state-certified substance abuse treatment program. The “special detention facility” designation and the agreement with the community allow certain inmates meeting low-risk eligibility criteria to serve their detention time at NRF.

There is a larger population in jail who could benefit from these programs, but are not eligible to be housed at NRF due to their charge or criminal history. Given the deterioration of the physical plant, there is consensus that the structure cannot continue in its current state. The cost to construct a new 350-bed facility at the NRF site was estimated at \$22 million in 2001.

#### *Recommendation*

2. Expand treatment readiness programs to the minimum-security section of the Seattle - KCCF (commonly referred to as the West Wing) and close the North Rehabilitation Facility structure beginning in early 2003 with full closure by mid 2003. Re-programming the minimum-security section to provide the treatment readiness and programs for the offender population would:
  - Provide services to potentially a larger number of inmates than are currently eligible at the NRF structure, an increase in program space capacity of 104 beds.
  - Avoid the cost of the County re-building a limited-use facility that would only partially address the future population and capacity issues.

### Transitional Treatment Options in the Criminal Justice System

#### *Recommendation*

Studies have found that coerced treatment (treatment as part of the judicial sanction in the detention facility) can be effective in reducing recidivism; however, treatment that does not extend beyond the jail is not nearly as effective as an approach that is seamless from the jail into the community.

3. With the recommended closure of NRF and CHAT, and given the Current Expense financial crisis facing the County, the AJOMP recommendation is to reserve up to \$3 million of the expected \$7 million in annualized savings from closure of NRF and CHAT to pay for the alternative sanctioning and treatment programs. Populations to target would be those offenders with substance abuse and/or mental health illnesses that are high jail utilizers with the objective to reduce recidivism and avoid future incarceration costs. Programs would build upon services already provided within the jail and in the community. There are several providers with expertise with the criminal justice population and there are successful models in the nation based on drug testing, treatment, and rewards and sanctions that should be referred to when expanding the treatment programs.
4. Related to and overlapping with alternative treatment programs, the AJOMP recommends that a portion of the prospective annualized Current Expense savings from the closure of NRF and CHAT be used for alternative sanctioning programs including a possible expansion of the pilot day reporting center and an expansion of the out-of-custody work crew program. The optimum mix of treatment and sanctioning program expenditures will continue to be developed throughout the 2003 budget process.

### **Jail Capacity**

#### **Out-of-Custody Work Crew**

The Executive, in conjunction with District Court, recommends the expansion of the out-of-custody work crews to provide an alternative for the low-risk, low-level offender targeting the high priority populations - state filed King County misdemeanants, gross misdemeanants, and felons. An evaluation component will be established to ensure a reduction in jail population.

#### **Prospective Changes in Practices Affecting Jail Use by Prosecutor, Superior Court and District Court**

Following the issuance of the Felony Work Group and the Misdemeanant Work Group reports, the elected leadership of the Prosecuting Attorney's Office, the Superior Court and the District Court met with representatives of the Executive and County Council. They expressed their commitment to working expeditiously on changes in prosecutorial and judicial practices that could have the effect of substantially reducing the ADP of felony, gross misdemeanor or County misdemeanor prisoners. Some of the prospective changes will depend on the availability of alternatives sanctioning and treatment programs described above and others will not. The elected criminal justice leaders set a goal for themselves of reducing the non-city prisoner ADP by 400.

#### **Contract Cities**

For many decades King County has contracted with most of the cities within its boundaries to provide jail services for city misdemeanants. King County and its contracting cities currently are negotiating a new contract that reflects both parties' desire to substantially reduce cities' use of the King County jail facilities. Most of the contracting cities are planning to contract with other jail providers for a large portion of their prisoners. The current plan as expressed by the cities' contract negotiating team is to reduce the cities' aggregate ADP in the King County jail facilities down to about 250 ADP by 2004. If all contracting cities choose to use other jails or other correction alternatives for all their pre-sentence and sentenced inmates, the impact on King County's forecasted jail population is significant. Even if the planning goal of a reduction of 400 ADP set by the criminal justice leaders is not fully successful, the loss of all city prisoners would delay the date by which we need additional jail capacity until 2010.

## Conclusion

Implement the AJOMP work group recommendations and pilot the programs with the goal of expanding the targeted populations as evaluations are completed, assessed, and outcomes measured to ensure the needs of public safety are met, the programs are cost effective, and provide the appropriate level of sanction for the crime. Implementation of the AJOMP process recommendations is dependent on a continued collaborative effort between King County, local cities, Superior and District Courts, and human service providers.

In December of 2001, the cost to expand the RJC to add 428 new secure beds was estimated at \$32 million with an annual operating cost of \$7 million. The lead-time needed to plan, design and build additional jail capacity is about four years. Due to current financial constraints, King County is not in a position to allocate resources to construct and operate a secure detention expansion. The current financial crisis and the prospects for success in reducing the jail population militate in favor of working aggressively between now and the middle of 2003 on jail population reduction measures, monitoring the effects closely and deciding by the end of 2003 whether to initiate jail capacity expansion.

In the worst case that none of the changes in prosecutorial and judicial practices are successful in reducing the non-city prisoner population and that the cities are unsuccessful in arranging the alternatives to using the King County jail facilities, King County would need to make a decision almost immediately to prepare for expanding jail capacity. In the best case, by successfully implementing the population reduction strategies (i.e. the AJOMP process recommendations, contract cities choosing alternatives for their misdemeanor populations, and the impact of the planning goal from the Prosecuting Attorney's Office, Superior Court, and District Court), King County will be able reduce bed capacity by closing the North Rehabilitation Facility and defer needing to build secure detention facilities, and will avoid other inmate population management options such as early release of inmates and restricting inmates from being detained in the jail.

Forecasted Jail Capacity/Population Best Case Scenario						
Year	City Misdemeanants reduce population to 250 ADP by 2004	Elected Criminal Justice Leaders reduce by planning goal of 400 ADP by 2004	Total ADP	Total ADP inflated for seasonally in population (peaking factor)	Capacity 2010*	Forecast Surplus/ (Deficit) (Capacity less Total Peaking ADP)
2002	570	2,405	2,975	3,115	3,233	118
2005	250	2,273	2,523	2,663	3,233	570
2010	250	2,703	2,953	3,114	3,233	119
Notes: *: Capacity includes Secure Detention of 3,085 beds less 112 for vacancy, Day Reporting of 75, EHD of 35, WER of 150 (NRF closes and reduces capacity by 192 beds). Detail by sanction alternative on page 31.						

Forecasted Jail Capacity/Population Worst Case Scenario						
Year	City Misdemeanants are not moved to alternatives	Elected Criminal Justice Leaders planning goal is not realized	Total ADP	Total ADP inflated for seasonally in population (peaking factor)	Capacity 2001*	Forecast Surplus/ (Deficit) (Capacity less Total Peaking ADP)
2002	620	2,405	3,025	3,165	3,390	225
2005	632	2,673	3,305	3,459	3,390	(69)
2010	730	3,103	3,833	4,012	3,390	(622)
Notes: *: Capacity includes Secure Detention of 3,085 beds less 112 for vacancy, NRF of 192, EHD of 35, WER of 190. Detail by sanction alternative on page 16.						

## INTRODUCTION

The purpose of the Adult Justice Operational Master Plan (AJOMP) and the recommendations contained in this report are to:

- Explore alternative types of sanctions that would meet the needs of public safety, be cost effective, reduce future criminal behavior,
- Identify justice system process improvements that will reduce costs, and
- Establish a capacity framework and recommendations for King County detention facilities, including addressing the need to build additional jail capacity, for the next decade.

The *1991 Law, Safety, and Justice Agencies Facility Master Plan (Master Facility Plan)* recommended and implemented the last major development of secure detention, Superior Court, District Court, and criminal justice administration with the construction and opening of the Regional Justice Center (RJC) in Kent, Washington in 1997. The *Master Facility Plan* also provided a 20-year forecasted look at detention in King County and recommended, based on forecasted inmate population needs at the time, building additional capacity by June of 1999 by either expanding capacity of the RJC or building new capacity on the eastside dependent upon the forecasted demographic changes of the inmate population. The additional capacity was not built. As the County looks at the future jail capacity needs, in December of 2001, the cost to expand the RJC to add 428 new secure beds was estimated at \$32 million with an annual operating cost of \$7 million. Due to current financial constraints, King County is not in a position to allocate resources to construct and operate a secure detention expansion at the RJC.

In response to a growing detention population that is projected to exceed detention capacity space in the near future, and to determine if there are populations being housed in the jail that could be sanctioned in a less restrictive manner, the AJOMP was established. The King County Council through Motion 11001, passed on September 5, 2000, authorized the work plan, staffing, and funding of the AJOMP.

In the 2002 budget, the Council expanded the AJOMP role to include recommendations for the use of treatment resources to reduce jail use and to provide recommendations regarding the use and continued operations of Cedar Hills Addiction Treatment Facility (CHAT) and North Rehabilitation Facility (NRF). The purpose of which is to respond to how these two heavily subsidized, and aging facilities fit into the overall plans to cost effectively expand treatment services and offer alternatives to jail for low risk offenders.

In order to accomplish these objectives, an Advisory Committee chaired by the Honorable Bobbe Bridge, Washington Supreme Court Justice, provided oversight. Under the direction of the Advisory Committee, the AJOMP established three inter-jurisdictional and inter-agency groups led by judges of the King County Superior Court, District Court, and Seattle Municipal Court.

- The Felony Work Group – charged with the goal of reviewing, analyzing, and recommending process changes in case handling for the pre-trial felony (Superior Court) population.
- Misdemeanor Work Group - charged with the goal of reviewing, analyzing, and recommending process changes in case handling for the pre-trial misdemeanor (District Court and Courts of Limited Jurisdiction) population.
- Alternatives Work Group – charged with the goal of reviewing, analyzing, and recommending alternatives to jail.

AJOMP worked in collaboration with representatives from King County, state criminal justice agencies, local cities, and human service and community stakeholders.



## KING COUNTY POPULATION AND CORRECTION FACILITIES

The State of Washington RCW requires counties in the state to provide certain criminal justice services, including jail services, public defense, prosecution, judicial services for felony and state filed misdemeanor cases, and policing of unincorporated areas. In addition, King County provides some of these services on a contractual basis to local municipalities. In King County, these mandated services compete with other publicly funded mandates in the Current Expense (CX) Fund. The criminal justice function (which includes Office of Public Defense, Prosecution, Sheriff, Superior Court, District Court, Department of Judicial Administration, and Department of Adult and Juvenile Detention) in 1990 was \$138 million or 56% of the Current Expense (CX) Fund. In 2001, the criminal justice function had grown to \$321 million and comprised 68% of the CX Fund. During this same period, King County's general population grew by 15%, and the King County average daily jail population grew 70%.

King County Census Population, Jail Admissions, Average Monthly Jail Admissions, Average Daily Jail Population, And Average Length of Stay 1990 to 2000					
Year	Census Population	Avg. Daily Jail Population (ADP)	Factors Which Affect ADP		
			Total Admissions	Avg. Monthly Admissions	Avg. Length Of Stay (Days)
1990	1,507,305	1,738	52,639	4,387	12
2000	1,737,035	2,953	60,992	5,083	18
% Change	<b>15%</b>	<b>70%</b>	16%	16%	50%
Source: Jail information from King County Department of Adult and Juvenile Detention; Population information from Washington State Office of Financial Management					

As shown in the table above, King County, in 2000, incarcerated over 2,900 inmates on average every day. Changes in the jail population are affected by two fundamental inputs:

- Number of admissions into the jail system, and
- Length of stay the defendant or offender remains incarcerated.

The major driver in the growth in the jail Average Daily Population (ADP) over the last decade for adult detention was an increase in the average length of stay (ALOS). In 1990, the ALOS was 12 days growing to 18 days by 2000. On the misdemeanor side, the underlying factor of the increasing ALOS was primarily driven by public policy changes. 60% of the increase in the misdemeanor population was as caused by the increase in DUI and domestic violence ADP. The remaining 40% is not directly attributed to any one event but a collection of demographic, public policy, and criminal justice court changes (e.g. arrest and conviction rates, crime in society, judicial sentencing, prosecutorial practices, etc....).

The crime index rate in Washington has decreased in the last decade, yet, the number of pre-sentence felony admissions increased dramatically by 69% (5,203 bookings). The crime index rate is a federal rate comprised of selected violent and property crimes. The offenses included are murder, manslaughter, forcible rape, robbery, aggravated assault, burglary, larceny-theft, vehicle theft, and property/arson. The growth in the felony jail admissions over the last decade is almost entirely attributed to increases in two categories – drugs and non-compliance (many of which are associated with drug charges), neither of these categories are accounted for in the federal crime index rate. Drug cases are the single biggest workload factor in the felony system - 37% of the Superior Court filings in 2001.



When the population is broken down by major category – Pre Sentence Felons, Pre Sentence Misdemeanants, Sentenced Felons, Sentenced Misdemeanant and All Other – the fastest growing and largest portion of the population with the most material impact on total ADP is the pre-sentence felons (see table below):

King County Average Daily Population 1990 to 2000 By Major Category						
	Felons		Misdemeanants			
Year	Pre Sentence	Sentenced	Pre Sentence	Sentenced	All Other	Total
1990	692	281	252	298	215	1,738
2000	1,121	384	383	632	433	2,953
# Change	<b>429</b>	103	131	334	218	1,215
% Change	<b>62%</b>	40%	52%	47%	100%	70%

Pre-sentence felons are the most difficult population to find alternatives to jail because they have not yet been adjudicated. Currently, the only options available to the pre-sentence felony population, other than secure detention, are personal recognizance, and cash or bail out of jail. Out-of-custody work crew is a judge ordered sanction and punishment, and therefore it is available to sentenced populations only. In addition, out-of-custody work crew is available only to the lowest-risk offender with a charge warranting a judicial sanction in the community service environment.

As a policy matter Work Education Release (WER) and Electronic Home Detention (EHD) are not used for the pre-sentence population. The AJOMP Felony Report recommends WER and EHD for the pre-sentence population. (Please refer to the section titled “Alternatives to Address Capacity Forecast – Process (front end) changes which decrease population”).

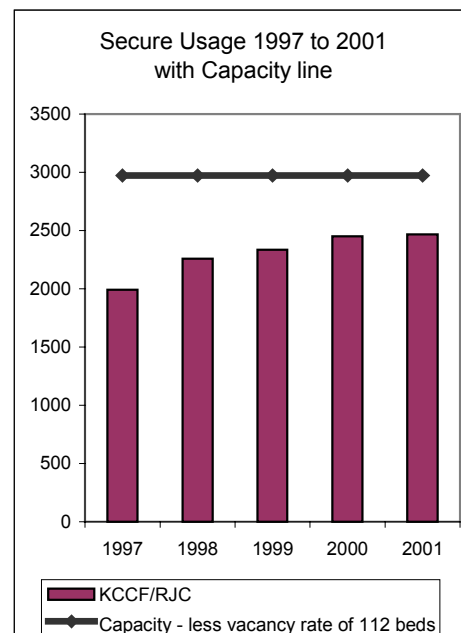
As noted earlier, King County currently houses 2,900 inmates. There are five detention options available at the end of 2001 – Secure Detention, North Rehabilitation Facility, Work Education Release, Electronic Home Detention, plus Out-of-Custody Work Crew. A sixth option – Supervised Release was terminated in November 2001 due to budget constraints. The following sections briefly describe each possible detention option currently available.

### Secure Detention

King County operates two “secure” or “direct supervision” facilities:

- King County Correctional Facility in Seattle (KCCF) became operational in October 1985 with a bed capacity of 1,697. The inmate population in the KCCF is limited by a Federal Court mediated agreement in *Hammer v. King County*.
- The Regional Justice Center (RJC) is located in Kent and opened its doors on March 27, 1997 with a bed capacity of 1,388. The RJC is currently not being double-bunked (two inmates to a cell), but included in the capacity of 1,388 is a 65% double bunking factor.

The vacancy factor for the secure detention facilities is estimated at 112 beds. The vacancy rates for KCCF and RJC run 2.5% and 5%, respectively. The KCCF





runs a lower vacancy rate primarily because the units are smaller than at the RJC and therefore, are more likely to be able to be re-programmed to meet the immediate needs of the jail population. The vacancy factor takes into account that it is difficult to fill 100% of the beds 100% of the time due to classification needs (e.g. matching the beds needs for medium security males with the population on a daily basis).

There are a variety of programs provided by both paid staff and volunteers. Paid staff programs include recovery readiness (75 beds), Baking Program, Custodial Program, Adult Basic Education (GED), English as a Second Language, and Inmate workers programs which are in-custody work crews where the inmates assist in the kitchen, laundry, commissary, general cleaning and meal distribution. In addition, there are a large variety of Volunteer and Community Supported Programs such as Alcoholics Anonymous and Narcotics Anonymous, The Incarcerated Veteran's Program, and many others.

As depicted in the chart below, pre-sentence felons account for the largest segment of the population housed in secure detention.

KCCF and RJC Inmate Stratification by Status and Charge Average Daily Population (ADP) 2001							
	Misdemeanor		Investigation		Felony		Total ADP Housed In Secure Detention
	Pre Sent	Sent	Pre Sent	Sent	Pre Sent	Sent	
Assault	46	54	43	0	147	23	313
Domestic Violence	50	39	39	0	1	0.0	129
Drugs	21	19	27	0	466	51	584
DUI	30	50	0	0	0	0.0	80
Non- Compliance	30	28	0	0	171	100	329
Property	30	42	25	0	221	39	357
Violent Crime	0	0	29	0	229	16	274
Other	86	76	83	0	133	23	401
Total	293	308	246	0	1,368	252	2,467
<b>% of Total Secure ADP</b>	<b>12%</b>	<b>13%</b>	<b>10%</b>	<b>0%</b>	<b>55%</b>	<b>10%</b>	<b>100%</b>
Notes:							
<ul style="list-style-type: none"> <li>Other includes Prostitution, Criminal Trespass, Traffic (non-alcohol), and other.</li> <li>Violent Crimes includes Homicide, Robbery, and Sex Crimes</li> </ul>							



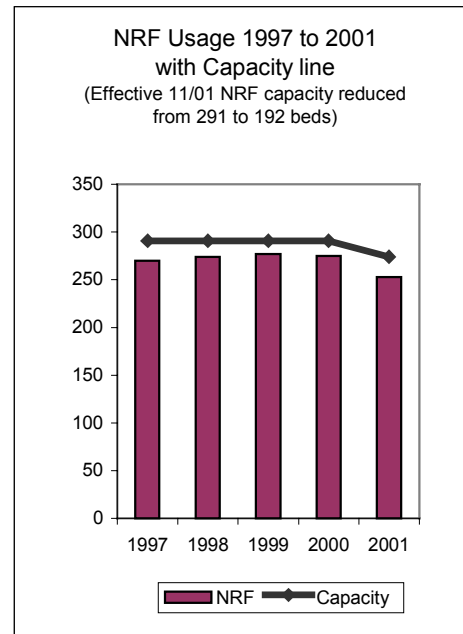
## North Rehabilitation Facility

The North Rehabilitation Facility (NRF) is a community based special detention facility located on state-owned land within the City of Shoreline with close proximity to densely populated residential areas. It has been operational since May 1981 and is housed in pre-World War II wooden structures originally built for military personnel. At full capacity, NRF operates 6 dorms serving 291 beds. In November 2001, due to budget reductions, NRF was reduced to 4 dorms with a revised bed capacity of 192. Of the 192 beds, 173 are long-term residential (LTR) (indeterminate length and not a direct court referral on a DUI) and 19 short-term (1 and 2 day jail stay commitments).

With the exception of the short-term residents, which are a direct court referral, placements of long-term residents at NRF are processed through the King County Department of Adult and Juvenile Detention Classification staff. Placement at NRF includes a screening process that evaluates the offender, the criminal history, and the current charges. An inmate must meet community classification standards in order to be placed at NRF.

NRF provides a state-certified chemical dependency treatment program (commonly known as the *Stages of Change* (SOC) which accounts for 45 of the 192 total beds), and Jail Industries (which include 5 off-site work crews). A variety of other services offered includes GED classes and testing, employment counseling, vocational education, life skills programming, mental health counseling and case management, parenting skills and family care among others.

As depicted in the chart below, pre-sentence and sentenced misdemeanors account for the largest segment of the population housed at NRF.



NRF Inmate Stratification by Status and Charge Average Daily Population (ADP) 2001							
	Misdemeanor		Investigation		Felony		Total ADP Housed At NRF
	Pre Sent	Sent	Pre Sent	Sent	Pre Sent	Sent	
Drugs	2	5	2	0	15	8	32
Non-Compliance	2	8	0	0	5	9	24
Property	5	17	1	0	3	5	31
Traffic (non-alcohol)	7	17	0	0	0	0	24
DUI	15	71	0	0	0	0	86
Other	20	31	3	0	2	2	58
Total	51	149	6	0	25	24	255
<b>% of Total NRF ADP</b>	<b>20%</b>	<b>59%</b>	<b>2%</b>	<b>0%</b>	<b>10%</b>	<b>9%</b>	<b>100%</b>

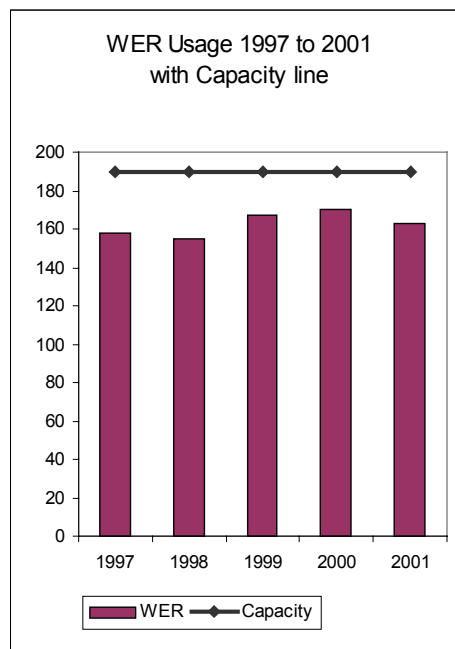
Notes: Other includes all Offenses Categories with 20 or less total ADP



## **Work Education Release**

Work Education Release (WER) is a community-based program designed to allow eligible inmates to be released from custody in order to work. WER is located on the 10<sup>th</sup> floor of the King County Courthouse and has been operational since 1989. King County also contracts with Department of Corrections (DOC) for work release beds. WER has the capacity to operate 190 beds (160 King County beds, and 30 contracted beds to DOC) and reduces the need for secure detention for those meeting the criteria, and integrates inmates into the community.

WER is used exclusively for sentenced felons and sentenced misdemeanants. 40% of the WER inmates are serving sentences for DUI, the remainder split relatively evenly between assault, drugs, non-compliance, property and all other. The decision to place an inmate into WER is made by the EHD/WER staff based on a review of the case including current charge and criminal history and an interview with the inmate.



WER operates several work crews for those unemployed, but yet meet the criteria to be housed in WER. “Rogers Crew” takes between six and eight offenders and cleans areas around the Courthouse, Administration Building, and the Jail Facility. One individual from WER reports to the jail and assists the kitchen with trash removal and any other duties assigned. Washington State Department of Corrections, through a contract with King County, operates a work crew to do labor intensive functions (garbage pick up, removal of blackberry bushes, etc.) for up to ten inmates.

## **Electronic Home Detention**

Electronic Home Detention (EHD) is a community-based program started in 1988 that allows sentenced inmates to reside in their homes while being monitored electronically. Capacity varies depending on need. The program is filled first with eligible out of custody commitments (people who were out of custody at the time of sentencing). EHD is used exclusively for sentenced felons and sentenced misdemeanants. The ADP for 2001 was 25, of that, 15 ADP serving sentences for DUI. In addition, as reported in the Misdemeanant Work Group Report (see Appendix for full report), many cities in King County have established EHD programs for their offenders. There are 12 jurisdictions within King County operating some type of pretrial or sentenced EHD program with an estimated average daily population of 192 defendants/offenders<sup>2</sup>.

Based on a review of the case and an in-person interview with the inmate, the EHD/WER staff makes the decision to place someone on EHD. In addition to the Revised Code of Washington (RCW), which specifies which felony charges are ineligible for EHD, all felons must be judge approved for EHD. Misdemeanants are considered presumptively eligible as long as there are no judicial concerns.

<sup>2</sup> The Adult Justice Operational Master Plan Misdemeanant Work Group Report, February 2002, pp. 4.



## **Out of Custody Work Crew**

In addition to the work crews operating out of the Secure Detention facilities, North Rehabilitation Facility, and Work Education Release, District Court in conjunction with the Department of Executive Services operates an out-of-custody work crew exclusively for sentenced offenders. Out-of-custody work crew is a judge sanctioned intermediate alternative to jail. Judges participating in this program sentence the low-level offender directly to work crew. Once on work crew, the offenders perform supervised manual intensive labor for various County agencies and some outside municipalities. In 2001, out-of-custody work crew operates 2 crews, 5 days a week, with a maximum daily offender population of 20 (10 offenders per each crew).

The Out of Custody Work Crew program is designed to provide:

- A diversion from jail for low-level, low-risk offenders;
- A manual labor force for a reasonable cost, which can be utilized to provide a variety of low-level manual functions (i.e. removing blackberry bushes, picking up garbage, re-planting wetlands, etc.); and
- A visible restitution to the community.



## OFFENDER POPULATION COMPARED TO CAPACITY FORECAST

### Forecast Assumptions

The AJOMP Group in conjunction with DAJD developed a short- and long-range population and capacity forecast based on the current continuum of sanctions and eligibility requirements. Specifically, the forecast is based on the following prior events, data, and assumptions:

- Present continuum of detention continues and current structure of the jail population does not change – a “Status Quo” forecast.
- In 2000, King County Adult and Juvenile Detention commissioned a study for the purpose of preparing a “policy informed” adult jail population forecast for 2001 to 2010. The study generated a forecast by gender for each of six categories – presentence felons, sentenced felons, presentence misdemeanants, sentenced misdemeanants, state holds, and other holds. The conclusion from this analysis was that the factors that led to the higher population increases in the 1990’s appeared to be phasing out in the beginning of the 21<sup>st</sup> century and that ADP growth rate would be less than seen in the preceding period of 1992 to 1999. In addition, the study also found that presentence felons and sentenced felons would continue to grow at a faster pace than misdemeanants and the state and other holds.<sup>3</sup> The “policy informed” model does not explicitly give a “growth rate”. Rather, it projects the population in each status group on a month-by-month basis for the years 2001 to 2010. If a straight-line growth was calculated from this study, the total change is equivalent to a 0.9% annual growth rate.
- In another look at forecasting population, King County calculated an Incarceration Rate of 3.6% growth in inmate population based on a straight-line regression analysis for the years 1992 to 1999 taking into account a forecast of general King County population.
- Based on the analysis of the two events above, and the 1997 to 2001 average per year growth in secure detention population was 3%, the forecast for 2002 to 2010 assumes a 3% annual growth rate.
- Within the forecast, the assumption is built in that the felony population will continue to grow at a faster rate than the other populations as depicted in the chart below (as concluded in the “policy informed” study from 2000 and as experienced in the population growth from 1990 to 2000).

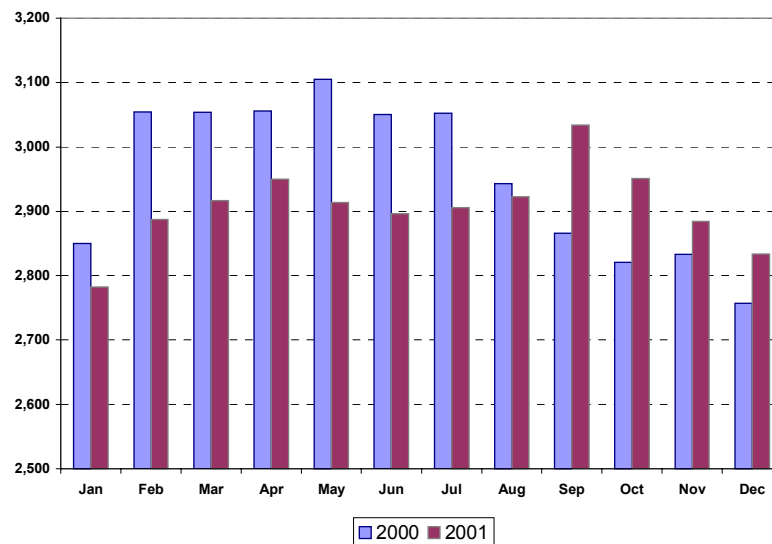
Forecast Population breakdown by Status Group						
Year	Felons		Misdemeanants		All Other	Total
	Pre Sentence	Sentenced	Pre Sentence	Sentenced		
2002	1,267	324	403	613	418	3,025
2010	1,689	444	480	716	504	3,833
# Change	422	120	77	103	86	808
% Change	33.3%	37.0%	19.1%	16.8%	20.5%	26.7%
% Avg. Annual Change	3.7%	4.1%	2.1%	1.9%	2.3%	<b>3.0%</b>

Source: King County Department of Adult and Juvenile Detention

<sup>3</sup> King County Jail Population – 2000 – Executive Summary

- The forecast below also assumes all possible inmates who can be diverted to NRF, WER, or EHD are being diverted based on current eligibility criteria.
- The effect of seasonality in the jail population, referred to as the “peaking factor”, is assumed at 5% of the secure detention population. The peaking factor assumes that over the course of the year, the population will fluctuate based on number of admissions, and length of stay of the defendants and offenders. The forecast is based on the average annual ADP inflated for growth factors, which in effect, flattens out the low and high population during the year. The peaking factor takes the average ADP forecast and inflates it by 5% of the secure detention needs to show the average high point population in the year. In the chart below, 2000 and 2001 monthly ADP are shown illustrating the seasonality of the jail population. In 2001, population fluctuated between 2,750 and 3,100 for an average ADP of 2,906.

**King County Department of Adult & Juvenile  
Average Daily Population -Total All Facilities  
By Month 2000 and 2001**





## Forecast 2002 to 2010

Based on the assumptions noted above applied to 2002 as the base year, the forecast by housing location is noted below.

Correctional Facilities Forecast for King County Adult Jail System – Status Quo Forecast Compared to Capacity 2001 2002 to 2010							
Year	Secure Detention Beds (KCCF/ RJC)	North Rehab Facility	Electronic Home Detention	Work Release	Total	Annual Total Plus 5% Peaking	Total Capacity 2001 less Annual Total Plus 5% Peaking
2002	2,577	256	23	169	3,025	3,165	225
2003	2,660	259	24	172	3,115	3,260	95
2004	2,749	261	24	176	3,209	3,358	32
2005	2,836	266	24	179	3,305	3,459	<b>(69)</b>
2006	2,921	274	25	184	3,404	3,563	(173)
2007	3,010	282	26	190	3,507	3,671	(281)
2008	3,100	290	27	195	3,612	3,781	(391)
2009	3,192	299	27	201	3,720	3,895	(505)
2010	3,290	307	28	208	3,833	4,012	<b>(622)</b>
2010 w/5% Peaking	3,454	322	28	208		4012	
2001 Capacity	2,973	192	35	190		3,390	
2010 w/5% Peaking less 2001 capacity	<b>(481)</b>	<b>(130)</b>	<b>7</b>	<b>(18)</b>		<b>(622)</b>	
Population Assumptions: <ul style="list-style-type: none"> <li>• 3% overall growth of adult offender population</li> <li>• Felony population is assumed to grow at a faster pace than misdemeanor and other population</li> <li>• Population at each facility based on current usage and current eligibility requirements</li> <li>• Population assumes a 5% peaking factor to project the seasonality of the residential (secure and NRF) jail population</li> </ul>							
Capacity Notes: <ul style="list-style-type: none"> <li>• Capacity assumed at 2001 levels.</li> <li>• Secure detention assumed includes total beds of 3,085 less a vacancy factor of 112 beds</li> </ul>							

## Conclusions on capacity from forecast

### Long term

*If the recent practices that have affected jail use do not change and the status quo continues, the County's adult detention facilities will be out of needed beds by a forecasted amount of 69 in 2005 growing to 622 beds by 2010.*



## **Short term**

At the King County Corrections Facility in Seattle, King County needs to repair and replace a failing electronic security system. The Integrated Security Project (ISP) Team is in the process of determining the needs assessment, the operational impact on the jail during construction, and the cost and benefits to upgrade the electronic equipment. Depending on the conclusions and recommendation from the ISP team, short-term capacity could be impacted and early population management techniques may need to be implemented. An action proposal is expected in fall 2002.

## ALTERNATIVES TO ADDRESS CAPACITY FORECAST

Alternatives to secure detention can be classified into three major sections:

- Process or front end system changes which would decrease the population,
- Sanctioning or back end system changes that would increase capacity, and
- Other outside items (legislative changes, contract changes, etc.)

As a policy matter, alternatives to address the capacity must be analyzed, and recommended from several decision points. Any alternative to incarceration must adhere to the following underlying principals:

- Be cost effective
- Be acceptable to the courts
- Provide appropriate level of sanctioning for criminal offense
- Provide appropriate public safety
- Reduce the risk of re-offense
- Not to lead to net widening – Net Widening is a term used to describe the concept of establishing a new alternative to remove offenders from secure detention, and instead, the new alternative is filled with offenders who would not normally be in jail.

### **Process (front-end) changes which decrease population**

The AJOMP effort commissioned two inter-disciplinary and inter-jurisdictional work groups to review, analyze, and recommend changes for the pre-trial jail population, one to look at the misdemeanor population, and the other to review the felony population. Representation on the work groups was from many stakeholders in the criminal justice system including King County, Seattle, Bellevue, Suburban Cities, State of Washington, and professionals from social services agencies, treatment, and community groups.

The purpose of both the Misdemeanor Workgroup and the Felony Workgroup was to identify system efficiencies, policies, and practices that divert from and reduce the reliance upon the jail as the means for processing, controlling, and supervising the pre-trial and post-conviction jail population without compromising the administration of justice.

Several important conclusions were published:

- 46% of all misdemeanor defendants failed to appear at a judicial hearing in 1995. Misdemeanants who fail to appear are 2.2 times as likely to spend time in jail than those who do appear.
- 35% of pre-sentence felons who spend some or all of their pre-sentence time out-of-custody fail to appear at least once. The average time spent in jail is 1.57 times greater for those who fail to appear or an average of 16 days longer in jail.
- The number of offenders (felony and misdemeanor) booked into the King County jail for a failure to comply with judge ordered sentenced conditions is a significant contributor to the jail population.
- King County had more than 8,000 Driving While License Suspended (failure to respond to a traffic infraction) bookings in 2000 – 22% of total misdemeanor bookings with an ADP for those offenders whose most serious offense was Driving While License Suspended of 118 – 11% of total misdemeanor ADP.
- The Average Length of Stay (ALOS) increased 46% between 1992 and 2001 for pre-trial misdemeanants. This impact has had a significant impact on the overall jail population.



The teams produced a set of recommendations to address the points above and improve how cases are handled and reduce the impact of pre-sentence inmates at the detention facilities.

The detention impact of the recommendations for the Misdemeanor and the Felony Reports is not fully known. Some of the recommendations, such as the reminder calls to reduce failure to appear rates have already been partially or fully implemented; other recommendations may take longer with more research and collaborative effort to fully implement.

### *Recommendation*

Implement the recommendations of the Misdemeanor Report and the Felony Report. In the process of implementation, prepare objectives and target outcomes to measure the impact and cost/benefit of these initiatives and establish criteria to allow King County to assess the long-term merit and feasibility of these proposals.

The recommendations from the both the Misdemeanor Report and Felony Report follow:

### **The Misdemeanor Workgroup Report**

For further analysis and discussion on the recommendations, objectives, and implementation please refer to “The Adult Justice Operational Master Plan - The Misdemeanant Workgroup Report – February 2002”

Specifically the Misdemeanor Workgroup Report recommended:

*Implement Failure to Appear (FTA) Reduction Strategies* to relieve strained resources and workloads in multiple criminal justice agencies, reduce jail days associated with bench warrant bookings, and assist defendants in navigating through the criminal justice process.

*Establish Alternative Sanctions for the Failure to Comply (FTC) Population* to reduce the reliance on the existing jail facilities/programs as the only sanction for those offenders who do not comply with their conditions of sentencing (e.g. failing to go to treatment, or failing to contact probation).

*Establish Community Re-Licensing Programs (which may include but not need to require a vehicle tow component) for Defendants Charged with Driving While License Suspended* to reduce recidivism and jail use while increasing the success rate of fine collections, and improving the judicial processing and coordination with other charges.

*Improve Information Sharing Technology Solutions* to improve communications and information sharing on offenders across local and state criminal agencies (e.g. checking on current detention status prior to issuing a bench warrant).

*Revise Pretrial Processing Procedures* to reduce the time it takes for a court to make the pretrial release decision thereby reducing jail use for the pretrial misdemeanor population. Examples include the expansion of video proceedings, consolidating first appearance hearing for defendants with changes from multiple jurisdictions, and improving the method and scheduling of outlying court first appearance hearings.

*Evaluate Changes in Pretrial Release* to improve information to the judicial process to facilitate the release decision and the setting of conditions of release for defendants.

*Develop Multi-Jurisdictional Implementation Groups* to further refine and implement the recommendations contained in the Misdemeanant Workgroup Report.



## The Felony Workgroup Report

For further analysis and discussion on the recommendations, objectives, and implementation please refer to “The Adult Justice Operational Master Plan - The Felony Workgroup Report – March 2002”

Specifically the Felony Workgroup Report recommended:

*Review, and revise if analysis warrants, the Felony Administrative Recognizance Release (FARR) Guidelines to*

- Determine the impact of 1991 revision excluding “drug traffickers” from FARR,
- Provide presumptive release for persons booked on investigation of felony property crimes (unless objection by the arresting agency), and
- Enhance the effectiveness of the FARR and reduce reliance on the jail.

*Establish a Pretrial Services Group as an offshoot of the Superior Court or the Department of Judicial Administration to move the judiciary responsibility of pre-trial screening from Department of Adult and Juvenile Detention to a branch of the judiciary.*

*Expand Pretrial Release Options to include Work Education Release and Electronic Home Detention to allow additional options for the persons not currently released or waiting to be released from the jail through personal recognizance or other presentence release options.*

*Implement a Centralized Felony Failure to Appear (FTA) Program to reduce jail days associated with bench warrant bookings, and assist defendants in navigating through the criminal justice process. (Note: Department of Adult and Juvenile Detention has implemented a pilot program targeting the felony FTA population – Felony Arraignment Notification (FAN)).*

*Encourage Police Agencies to use the “Live Scan” remote suspect identification process instead of the traditional jail booking process to improve suspect identification and processing.*

*Modify the existing Sentencing Reform Act (SRA) Judicial to improve the processing of offenders failing to comply with sentence conditions.*

*Investigate the Use of Video to Consolidate the Seattle and Regional Justice Center Sentencing Reform Act Calendars to improve the processing of offenders.*

*Reduce the number of Pre-Sentence Investigation Reports and Sentencing Summary Reports to a those required by law, specifically requested by a judge, or for crimes against persons to more effectively use limited resources and to enhance field supervision by DOC.*

*Revise the process for offenders in violation of sentenced conditions to:*

- Issue warrants with a bail amount or indicate if EHD or WER is allowed,
- Prior to requesting a warrant for failure to appear, to check to verify if the offender is currently in custody, and
- Provide DOC staff at sentencing to perform immediate intake for persons sentenced to DOC supervision.

These process changes would reduce Failure to Appear, improve case processing, and reduce the impact on the jail.

## Sanctioning (Back End) Options to increase or change capacity

### Day Reporting Center

The AJOMP commissioned an inter-disciplinary and inter-jurisdictional work group to look extensively at alternatives to incarceration. The team reviewed “best practices” from other jurisdictions and recommended implementation of a day reporting center targeting the failure to comply populations, with a strong focus on treatment services.

A Day Reporting Center (DRC) is a non-residential intermediate sanction that combines high levels of control with intensive delivery of services needed by offenders. The most effective Day Reporting Centers operate in phased tiers. Tiers are basically a sanctioning grid by where the offender in the early stages of reporting to the DRC goes every day, and by the end of their sanctioned time are reporting only once a week or once every other week. By using tiers, offenders are able to reintegrate back into the community at a slower and more controlled pace. The use of tiers can also serve as an incentive to inmates for increased freedom and decreased supervision if they do not have any disciplinary infractions. If an offender does commit infractions while in the program, the length of the more restrictive tiers will most likely be increased.

The Alternatives Work Group found that offenders who have violated the terms of their sentence represent over 25% of the King County Jail population. Some defendants who violated conditions of their sentence should continue to serve time in jail for serious violations. However, some violations, like failure to report to probation or failure to complete treatment, may be more appropriately handled by a day reporting center. Currently, jail is the most common sanction when offenders fail to comply with the terms of their sentences – and often the only sanction available to judges. The table below illustrates various legal status and charges of offenders at DRCs around the country.

Legal Status and Charge Type Use of DRCs			
In 1990 there were 13 DRCs across the country, as of 1994 there were 114 DRCs in 22 states serving offenders with a wide variety of offenses and legal status.			
Legal Status of Offenders in DRC <sup>4</sup>		DRC Eligibility of Offenders Charged With or Convicted of Various Types of Crimes <sup>4</sup>	
Legal Status	Percentage of DRCs that Admit Such Offenders	Offense Category	Percentage of DRCs that Accept This Category for Admission Screening
Probation	87%	Arson (current crime)	70%
Probation or parole violators	73	Sex Offense (current crime)	78
Parole from Prison	42	Other violent offense (current crime)	78
Jail (Pretrial release)	37	Weapons/firearms (current crime)	85
Jail sentence (Early release)	25	Violent Offense (past crime)	87
Prison Furloughs/ administrative release	20	Weapons/firearms (past crime)	96
Residential Programs	12	Drug sale (current crime)	100
Prison Work Release	6	Drug possession (current crime)	100

<sup>4</sup> Parent, Dale, et. al. *Day Reporting Centers, Volume I*. U. S. Department of Justice, Office of Justice Programs, National Institute of Justice. September 1995. Pg. 18, 20.



The Alternatives Work Group recommended the Day Reporting Center primarily serve offenders who have violated the terms of their sentences and would otherwise be incarcerated in jail. The Day Reporting Center could also serve offenders serving time on their original sentences when appropriate, and drug court offenders. The Day Reporting Center would provide a mix of sanctions, supervision, services and treatment options to the offenders it serves.

The AJOMP conducted two statistically valid intensive reviews at the population housed in the King County Detention Facilities on March 30, 2000 and April 30, 2000. (In order to verify that the March 30 inmate stratification was a valid example of the normal housing/inmate types in jail, the AJOMP also ran data for June 30, September 30, and December 31. All days were similar in make-up of the inmate stratification.) Two samples of approximately 500 inmates were reviewed in detail looking not only at their criminal charge and history but also at their housing classification and the reasons documented for their housing location.

Both studies found that there were approximately 250 people in the King County correction facilities (including KCCF, RJC, WER, and NRF) that would appear on paper to be both a failure to comply and eligible for a day reporting center.

Estimated Number of Offenders in Jail Due to Failure to Comply (FTC) and Day Reporting Center (DRC) Eligible		
Category	March Snapshot Estimated ADP	April Snapshot Estimated ADP
Felon	118	151
County Misdemeanant	58	91
City Misdemeanant	74	36
Total	250	278

### *Recommendation*

Pilot a Day Reporting Center with a strong focus on treatment services, initially targeting the failure to comply misdemeanor and felony jailed population as an alternative to incarceration. The pilot program will have an initial impact to the jail of 25 ADP growing to 75 ADP as population and operations warrant. The pilot program should be initially located in Work Education Release in the King County Courthouse by re-programming space not currently used by WER to accommodate a DRC. Further analysis of the jail population to identify other possible population groups for a Day Reporting Center is warranted with possible expansion to a larger facility to include expanded day-treatment services.

### **Out-of-Custody Work Crew**

Currently, out-of-custody work crew is a judge sanctioned intermediate alternative to jail for the low-level, low-risk misdemeanor population. Judges participating in this program sentence directly to work crew. Once on work crew, the offenders perform supervised manual intensive labor for various County agencies and some outside municipalities. In 2001, out-of-custody work crew operates 2 crews, 5 days a week, with a maximum daily offender population of 20 (10 offenders per each crew).



## *Recommendation*

The Executive, in conjunction with District Court, recommends the expansion of the out-of-custody work crews to provide an alternative to for the low-risk, low-level offender targeting the high priority populations - state filed King County misdemeanants, gross misdemeanants, and felons. An evaluation component will be established to ensure a reduction in jail population.

### **Cedar Hills Addiction Treatment Facility (CHAT)**

Cedar Hills is a 202-bed residential treatment facility primarily serving chronic inebriates and long-term drug addicts. The facility serves patients from around the state of Washington, not only King County residents. While the client capacity is 202, currently only 168 of those beds are under contract with an average daily census of 130. The primary source of revenue supporting the services provided at the facility is state funds. The rates paid by the state, however, are insufficient to cover the expenditures incurred in providing services. As a result, the facility has been operating at a deficit for several years. Funds to meet the deficit and continue operations have come from Public Health-Seattle King County (PH) via the Current Expense (CX) fund and the use of Substance Abuse fund balance from the Department of Community and Human Services (DCHS). The Current Expense (CX) subsidy (from Public Health to CHAT) has been around \$1 million per year for several years and is expected to exceed \$1 million this year if the County continues with full operation. The total CX contribution to Cedar Hills in the 2001 budget was 1.4 million.

#### 2001 Budget:

CX Contribution to CHAT via Public Health Fund:	\$999,715
CX Contribution to CHAT via Substance Abuse Fund:	\$423,367

If Cedar Hills Addiction Facility continues to operate throughout 2002, the draw down of Substance Abuse (SA) fund balance is projected to be \$1,055,079 (includes the CX contribution above). Shown below are the yearly amounts since 1999 that the SA fund balance has been providing an operating subsidy to CHAT :

1999	\$521,619
2000	\$770,876
2001	\$617,191
2002 projected	\$1,055,079

## *Recommendation*

It is the recommendation that the Cedar Hills Addiction Treatment Facility currently owned by King County and operated by the Department of Community and Human Services (DCHS), be shut down effective December 31, 2002, with a phase down starting in mid-2002. In order to accomplish this, DCHS will stop taking long-term patients in June 2002 and begin a gradual phase down in census. The County is exploring possible options for different future uses of the Cedar Hills property.

The department has been working with the state to ensure minimum disruption for the clients and the system of care in King County. It is the County's understanding that other providers in the county may absorb the beds lost by the closure of CHAT. The County will continue to support and provide substance abuse services with remaining substance abuse funds.



## North Rehabilitation Facility (NRF)

The NRF structure is a wooden structure built Pre-1939 originally as a Naval Hospital for the aviators and other Navy personnel primarily stationed at Sand Point Navy Station. Over the years, the facility has been used for several other purposes and is used now as a special detention facility for King County. NRF provides the state-certified *Stages of Change* treatment program and jail industries (in-custody work crew), as well as life skills programming (e.g. GED, employment counseling, parenting skills, etc.). The annual operating cost of NRF is about \$6 million in Current Expense (CX) funding. The facility is located on state-owned land and requires a leasing agreement with State of Washington. The current lease expires in 2003. Given the deterioration of the physical plant, there is consensus that the structure cannot continue in its current state. The cost to rebuild the North Rehabilitation Facility in its current location would be approximately \$22 million for a 350-bed facility in 2001 dollars.

The “special detention facility” designation and the agreement with the community allow only targeted inmates meeting eligibility criteria to be housed there. The criterion is based on an initial screening at jail classification with a more in-depth assessment at the NRF facility. It reviews resident, community, and facility safety interests including management of escape risks. Under the Status Quo forecast (please refer to the section – Offender Population Compared to Capacity Forecast – Forecast 2002 to 2010), the projected number of inmates eligible for the NRF facility with the current special detention designation does not justify the rebuild of the NRF facility at a 350 bed capacity (forecast projects 2002 NRF eligible population at 256 growing to 307 in 2010). In addition, local cities, which historically have contracted with King County for jail services, are entering into contracts with other jurisdictions to provide their jail services. This depletion of the jail population would reduce the NRF facility forecast from the projected level of 307 to 246 in 2010.

Secondly, under the Status Quo forecast, the total need in 2010 is for 622 beds, 481 of which are needed for a growing secure detention population. Re-building the NRF facility in the Shoreline site does not meet the capacity needs of the projected jail detention population. If the NRF facility were re-built, King County would still need to build a second facility to house the secure detention population.

*Stages of Change* is a state-certified chemical dependency treatment program located at the North Rehabilitation Facility. The *Stages of Change* program has the capacity to serve approximately one-quarter of the inmates at NRF. In 2001, it is budgeted to serve 45 inmates on average every day. In a preliminary report (final data is not yet available), recidivism rates (defined as re-arrest and re-bookings in the King County Jail) within 2 years post-program are reduced for those with length of stay in excess of 120 days compared to those without access to the program. The eligibility criteria for inmates to be located in the NRF structure prohibit some offenders who could benefit from the treatment availability, but due to their charge or criminal history are not eligible to be housed at the NRF facility. Transferring NRF programs to a site that allows expanded security eligibility could increase the number of prisoners who receive treatment, therefore increasing the treatment capacity within the detention facilities.

### *Recommendation*

Expand treatment readiness programs to the minimum-security section of the Seattle - KCCF (commonly referred to as the West Wing) and close North Rehabilitation Facility structure beginning early 2003 with full closure by mid 2003. Re-programming the minimum-security section (West Wing) to provide the treatment and programs for the offender population would:

- Provide services to a larger number of inmates than are currently eligible at the NRF structure. The west wing has a bed capacity of 435 of which 139 are used for in-custody work



crew leaving 296 beds available for potential structured programming, an increase in program space above the current NRF capacity of 104 beds.

- Avoid the cost of the County re-building a limited-use facility that would only partially address the future population and capacity issues.

Programs offered in the West Wing will be based on the NRF model for offenders who are classified as minimum security. Existing services and programs currently offered in the KCCF should be built upon, including *Stages of Change* and the variety of other services offered including GED classes and testing, employment counseling, vocational education, life skills programming, mental health counseling and case management, parenting skills and family care among others.

### **Treatment Options in the Criminal Justice System**

#### *Research – Treatment Works for Targeted Populations in the Jail*

There is extensive research on treatment in confinement. Much of the research is directed at the prison system where the offender is in confinement for a period longer than 1 year. There is, though, substantial jail based treatment research showing that jail based treatment with community follow-up works.

Studies have found that treatment can be effective in reducing recidivism; however, treatment only in the jail is not nearly as effective as an approach that is a seamless approach from the jail into the community. In the study “Reducing Recidivism Through a Seamless System of Care: Components of Effective Treatment, Supervision, and Transition Services in the Community” by Faye Taxman, et al; February 1998 page 4; shows the following information on jail based treatment information (based on re-arrest within 24 months after release):

Group	Predicted Probability of Re-Arrest	Predicted Probability of Re-Arrest and Technical Violation	Length of Time to Re-arrest (days)
No Treatment	48.5%	68%	201
Jail Treatment Only	34.5%	55%	233
Jail/Community TX	24.0%	36%	282

Source: Jail Addition Services – Montgomery, MD.

As shown in the chart above, the predicted probability of re-arrest and technical violation dropped from 68% with no treatment to 36% with jail based treatment and community follow-up. A reduction of 47% in the occurrence of recidivism with the length of time between re-entering the criminal justice system increasing from 201 days (with no treatment) to 282 (with treatment and community follow-up) – an increase of 81 days.

Additionally, two of the major conclusions from the published research is that the longer a client is in treatment the greater impact on reducing recidivism and substance abuse and that coerced treatment works.

*“Length of stay in treatment has been found to be a critical variable in reducing recidivism and substance abuse (DeLeon, et al., 1982; Condelli and Hubbard, 1994; Hubbard, et al.; Simpson 1979; Simpson and Sells, 1990). Addicts are notorious for dropping out of treatment, especially during the early stages of a program when the addict is adjusting to a non-drug use*

*lifestyle...The criminal justice involvement has the benefit of having an active, outside force to monitor compliance with treatment programs.”<sup>5</sup>*

*“A massive amount of data, assessing roughly 70,000 patients since 1967, emerged with two clear findings. First, the length of time a patient spends in treatment is a reliable predictor of his or her post-treatment performance. Beyond a 90-day threshold, treatment outcomes improved in direct relationship to the length of time spent in treatment. The second major finding was that coerced patients tend to stay in treatment longer.”<sup>6</sup>*

### Thurston County Inmate Chemical Dependency Program

Thurston County implemented a substance abuse treatment program in 1995 within the correctional facilities with the goal of reducing recidivism to a targeted population of offenders with histories of repeated drug-related arrests. An evaluation done in 2001 showed that those offenders completing the 3<sup>rd</sup> phase had a reduction in the rate of incurring charges from 241 days before treatment between charges growing to 444 days after treatment for a net increase in days between charges of 203 days.<sup>7</sup>

### Break the Cycle Program

Maryland’s *Break the Cycle* Program is targeted at chemical dependency abusing offenders with a program of drug testing, treatment, and sanctions/rewards. The typical participant is male, between 21 and 33 years of age, and has an average of 5.2 prior arrests. Around 50% of the offenders are arrested for drug offenses (possession or possession with intent to distribute) and about 20% have a property charge. In the second year evaluation, re-arrest rates in the first 180 days post treatment were 21% of the Baltimore City offenders in the *Break the Cycle* program compared to 29% for a similar group who were not exposed to the testing and sanctioning program – a drop of 38% in recidivism.<sup>8</sup>

### *King County – Population and Direction for Expanded Treatment*

#### *Long Stayers*

Long stayers are defined as those offenders who spend 90 days or greater in jail after their sentencing date. As an illustration of the recidivism in the King County long stayer population with underlying substance abuse or mental illness, the AJOMP reviewed the 1995 drug filings in comparison with jail use. In 1995, there were 668 people with an original sentence in jail on a 1995 drug filing (based on a match of Superior Court data to jail data). Of those 668 sentences, 63 served 90 days or more in jail on that charge after their sentence date. (Note: more than 63 people were sentenced to 90 days or more, but only these 63 based on the court to jail data match actually served 90 days or more in jail after their sentence date.) Of those 63 people with 90 days or more, all but 2 or 97% came back in the years 1995 to 2001 for either new charges or violations for a total of more than 500 bookings generated by these 63 people and incurred approximately 13,000 jail days.

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<sup>5</sup> Taxman, Faye et al. *Reducing Recidivism Through a Seamless System of Care: Components of Effective Treatment, Supervision, and Transition Services in the Community*. February 1998. pp 10.

<sup>6</sup> Satel, Sally. *Drug Treatment: The Case for Coercion*. National Drug Court Institute Review, Vol. III,1, pp 2-3, 2001.

<sup>7</sup> Thurston County Sheriff’s Office Corrections Facility and St. Peter Chemical Dependency Center. *Inmate Chemical Dependency Program*, pp 24.

<sup>8</sup> Taxman, Faye, et al. *Break the Cycle: Overview of Offender and System Issues in Year 2 of Implementation*. February 2001. pp 1.

Recidivism of Person for the 63 People Who Spent 90 Days or More Post-Sentence On a 1995 Drug Filing							
	1995	1996	1997	1998	1999	2000	2001
Count of People with Booking Activity	51	41	39	36	31	22	17
% of 63 inmates with LOS > 90 days After sentence date	81%	65%	62%	57%	49%	35%	27%
Notes: Of the 63 sentenced people, 61 (or 97%) came back in years 1995 to 2001 for either new charges or violations. The study did not differentiate between new charges and violations.							

Assuming implementation of a jail treatment program with community aftercare and a reduction in recidivism similar to the results published in the study “Reducing Recidivism Through a Seamless System of Care: Components of Effective Treatment, Supervision, and Transition Services in the Community” by Faye Taxman; the impact to the 1995 drug filing population is estimated at a decrease in jail days of 6,000 days.

In a separate count of people serving sentences in 2001, the AJOMP determined that 298 felony or King County Misdemeanant offenders spent more than 90 days after their sentence date in the detention system. The count targeted charges of drugs, non-compliance, property, or DUI – historically, research has shown that these are the most likely charges with chemical dependency. In looking at the housing stratification noted in the chart below, 169 inmates were housed in either minimum or community locations, with 77 housed in the KCCF or West Wing.

Inmate Housing Stratification of the 298 inmates who served 90 or more days after being sentenced in 2001 for Drugs, Non-compliance, Property, or DUI.				
	Alternatives	Minimum-Security or Community Classified	Medium, Maximum, Close-Security or Medical, Psych Classified	Total
EHD	14			14
WER	64			64
NRF		57		57
KCCF		32	32	64
West Wing		35		35
RJC		45	16	61
Unknown			3	3
Total	78	169	51	298
Notes: Unknown represents incomplete data.				

These offenders have a significant impact on the daily population and represent a potential target population to evaluate further and potentially target a treatment program for.

### *Rapid Cyclers*

The AJOMP did an extensive look at the 1998-jail population. In 1998 there were 120 individuals who were booked 10 or more times and 263 individuals who were booked in the jail 8 or 9 times within a 12-month period. An in-depth analysis was done of individuals booked in the jail 10 or more times. The findings created the following profile:

- Each person averaged 120 days in jail in a 12-month period with an average length of stay of 18 days per booking
- Offenders were primarily from Seattle





- 57% primarily had misdemeanor charges; 33% had a mix of felony and misdemeanor charges; 10% primarily had felony charges
- 55% of the bookings were for new charges; 44% for warrants; 1% for a sentenced commitment
- The most common serious offenses: criminal trespass (29%); drugs (28%) prostitution (10%) and theft (9%).
- All of the offenders appeared to be homeless
- 80% had some indication of a substance abuse problem; 20% had a serious mental illness (there is overlap between the populations)

These offenders significantly impact the jail on an individual basis. By definition, they aren't committing serious crimes, but are being repeatedly arrested and booked due to their underlying substance abuse and mental health problems.

### *Recommendation*

With the recommended closure of NRF and CHAT, and given the Current Expense financial crisis facing the County, the AJOMP recommendation is to reserve up to \$3 million of the expected \$7 million in annualized savings from closure of NRF and CHAT to pay for the alternative sanctioning and treatment programs. Establish a collaborative effort between the Department of Adult and Juvenile Detention, Public Health Seattle and King County, and Department of Community and Human Services to invest in expanding the corrections, treatment and case management follow-up for offenders with substance abuse and/or mental health illnesses that are high jail utilizers and that are not immediately eligible for enrollment in either the mental health or chemical dependency systems with the objective to reduce recidivism.

Programs would be a complement to the existing sentencing practices (i.e. can be implemented within the existing sentencing practices) and would build upon the *Stages of Change* and other programs and services already provided within the jail and in the community. In King County, there are several providers with expertise in serving the criminal justice population that should be referred to for programmatic guidance. Furthermore, there are several successful models in the nation based on drug testing, treatment, and rewards for success and sanctions for failures (two of which are the Maryland *Break the Cycle* Program, and the Thurston County *Inmate Chemical Dependency*) that should be referred to when expanding the treatment programs.

In addition, an evaluation of the programs implemented should be done to determine outcomes, including reduced recidivism, length of treatment retention post confinement, and a reduction in the offender's positive drug test percentage.

Related to and overlapping with alternative treatment programs, AJOMP recommends that a portion of the prospective annualized Current Expense savings from the closure of NRF and CHAT be used for alternative sanctioning programs including a possible expansion of the pilot day reporting center and an expansion of the out-of-custody work crew program. The optimum mix of treatment and sanctioning program expenditures will continue throughout the 2003 budget process and is anticipated to be presented with the Executive's 2003 budget. The tentative plan is to include in the Executive Proposed 2003 Budget funding that will support a gradual ramp up of alternative treatment and corrections programs at the same time the NRF program ramps down its program and reduces its expenditures.



## **Other items having impact on capacity**

### **Prospective Changes in Practices Affecting Jail Use by Prosecutor, Superior Court and District Court**

Following the issuance of the felony work group and the misdemeanor work group reports, the elected leadership of the Prosecuting Attorney's Office, the Superior Court and the District Court met with representatives of the Executive and County Council. They expressed their commitment to working expeditiously on changes in prosecutorial and judicial practices that could have the effect of substantially reducing the ADP of felony, gross misdemeanor or County misdemeanor prisoners. Some of the prospective changes will depend on the availability of alternative sanctioning and treatment programs described above and others will not. The elected criminal justice leaders set a goal for themselves of reducing the non-city prisoner ADP by 400.

### **Washington State Offender Accountability Act (OAA)**

Directs the Washington Department of Corrections (Prison System) to focus more resources on higher-risk offenders and to focus fewer resources on the lower-risk offenders. The impact to the King County Adult Detention system is that fewer of the offenders housed for the state will be at the lower-risk level and therefore, will be less likely to be eligible for alternative sanctions. It is difficult to estimate the ADP impact the OAA may have on King County jail population.

### **Contracts with Local Cities**

For many decades King County has contracted with most of the cities within its boundaries to provide jail services for city misdemeanants. King County and its contracting cities currently are negotiating a new contract that reflects both parties' desire to substantially reduce cities' use of the King County jail facilities. Most of the contracting cities are planning to contract with other jail providers for a large portion of their prisoners. The current plans as expressed by the cities' contract negotiating team is to reduce the cities' aggregate ADP in the King County jail facilities down to about 250 ADP by 2004. If all contracting cities choose to use other jails or other corrections alternatives for all their pre-sentence and sentenced inmates, the impact on King County's forecasted jail population is significant. Even if the planning goal of a reduction of 400 ADP set by the criminal justice leaders is not fully successful, the loss of all city prisoners would delay the date by which we need additional jail capacity until 2010.

On the other hand, if portions of the contracting cities' populations remain in King County jail facilities and if the non-city prisoner population reduction measures are unsuccessful, additional capacity is forecasted to be needed by as early as 2005. For purposes of determining capacity constraints related to the County's statutory duty to house felons, gross misdemeanants and County misdemeanants, the forecast presented in this report assumes that all of the contracting cities choose to reduce their population in secure detention to 250 by 2004. The chart below depicts the forecasted contract cities' total misdemeanants by pre-sentence and sentenced populations.



Jurisdictional Responsibility for Detained Inmates Forecasted 2002 to 2010							
Year	King County Felons/Misdemeanants		Total Contract Misdemeanants (CM)			Other	Total
	PreSent	Sentence	PreSent	Sentence	Total CM		
2002	1,424	563	246	374	<b>620</b>	418	3,025
2003	1,501	584	248	375	<b>623</b>	407	3,115
2004	1,568	605	246	375	<b>621</b>	415	3,209
2005	1,626	617	251	381	<b>632</b>	430	3,305
2006	1,673	636	258	392	<b>650</b>	445	3,404
2007	1,723	655	266	404	<b>670</b>	459	3,507
2008	1,773	674	274	416	<b>690</b>	475	3,612
2009	1,826	694	282	429	<b>711</b>	489	3,720
2010	1,876	723	293	437	<b>730</b>	504	3,833
Source: Department of Adult and Juvenile Detention							
Note: The forecast presented on page 31 assumes that the contract cities choose alternatives for all but 250 ADP by 2004.							
Other Includes State Holds and Other Holds							

## **CONCLUSION - ADJUSTED FORECAST AFTER RECOMMENDATIONS**

Implement the AJOMP work group recommendations and pilot the programs with the goal of expanding the targeted populations as evaluations are completed, assessed, and outcomes measured to ensure the needs of public safety are met, the programs are cost effective, and provide the appropriate level of sanction for the crime. Implementation of the AJOMP process recommendations is dependent on a continued collaborative effort between King County, local cities, Superior and District Courts, and human service providers.

In December of 2001, the cost to expand the RJC to add 428 new secure beds was estimated at \$32 million with an annual operating cost of \$7 million. The lead-time needed to plan, design and build additional jail capacity is about four years. Due to current financial constraints, King County is not in a position to allocate resources to construct and operate a secure detention expansion. The current financial crisis and the prospects for success in reducing the jail population militate in favor of working aggressively between now and the middle of 2003 on jail population reduction measures, monitoring the effects closely and deciding by the end of 2003 whether to initiate jail capacity expansion.

In the worst case that none of the changes in prosecutorial and judicial practices are successful in reducing the non-city prisoner population and that the cities are unsuccessful in arranging the alternatives to using the King County jail facilities, King County would need to make a decision almost immediately to prepare for expanding jail capacity. In the best case, by successfully implementing the population reduction strategies (i.e. the AJOMP process recommendations, contract cities choosing alternatives for their misdemeanor populations, and the impact of the planning goal from the Prosecuting Attorney's Office, Superior Court, and District Court), King County will be able reduce bed capacity by closing the North Rehabilitation Facility and defer needing to build secure detention facilities, and will avoid other inmate population management options such as early release of inmates and restricting inmates from being detained in the jail.



The chart below shows the most optimistic scenario with the closure of the North Rehabilitation Facility, contract cities reducing their population to 250 ADP by 2004, and the successful planning goal of a reduction of 400 ADP from the elected criminal justice leaders.

2002 to 2010 Adjusted Correctional Facilities Forecast for King County Adult Jail System							
Year	Secure Detention Beds (KCCF/ RJC)	Day Reporting Center	Electronic Home Detention	Work Education Release	Total	Annual Total Plus 5% Peaking	Total Capacity 2010 less Annual Total Plus 5% Peaking
2002	2,369	25	22	159	2,975	3,115	118
2003	2,653	25	14	115	2,807	2,941	292
2004	2,245	75	12	106	2,438	2,574	659
2005	2,328	75	12	108	2,523	2,663	570
2006	2,405	75	12	112	2,604	2,748	485
2007	2,484	75	13	115	2,687	2,835	398
2008	2,566	75	13	118	2,772	3,924	309
2009	2,648	75	14	122	2,859	3,015	218
2010	2,737	75	14	127	2,953	3,114	119
2010 w/5% Peaking	2,898	75	14	127		3,114	
2010 Capacity	2,973	75	35	150		3,233	
2010 population w/5% Peaking less 2010 Capacity	75	0	21	23		119	
Population Assumptions: <ul style="list-style-type: none"> <li>• 3% overall growth of adult offender population</li> <li>• Felony population is assumed to grow at a faster pace than misdemeanor and other population</li> <li>• Contract Cities continue to choose alternatives - reduce Contract Misdemeanant Population to 250 ADP by 2004. Elected Criminal Justice Officials reach planning goal of a 400 ADP reduction by 2004.</li> <li>• Population assumes a 5% peaking factor to project the seasonality of the secure residential jail population</li> </ul>							
Capacity Notes: <ul style="list-style-type: none"> <li>• Secure Detention remains at 2001 capacity – 3,085 less 112 beds for vacancy adjustment.</li> <li>• Day Reporting Center pilot in 2002 and 2003 at 25 ADP. Starting in 2004, expand Day Reporting Center to 75.</li> <li>• NRF closes effective 1/1/03.</li> <li>• WER is reduced to 150 beds to re-program space for pilot Day Reporting Center.</li> <li>• EHD remains at 2001 level of 35.</li> </ul>							



## **ADDENDUM A: Advisory Committee Direction for Implementation of Misdemeanor and Felony Report Recommendations**

March 25, 2002

The AJOMP Advisory Committee, which is chaired by the Honorable Bobbe Bridge, Washington State Supreme Court Justice, and comprised of representatives from King County, Suburban Cities, Seattle, and the State of Washington accepted the Misdemeanant and Felony Workgroup Reports at its meeting on March 25, 2002. The Advisory Committee has decided upon the following course of action for implementation of the recommendations contained in the reports.

### **Misdemeanant Workgroup Report Recommendations**

Recommendation	Action to be taken
Establish failure to appear (FTA) reduction strategies for selected populations of offenders.	<i>Share information, give presentations, and convene a "best practices" summit.</i>
Establish alternative sanctions for the failure to comply (FTC) population.	<i>Share information, give presentations, and convene a "best practices" summit.</i>
Establish re-licensing programs for defendants charged with DWLS 3.	<i>Share information, give presentations, and convene a "best practices" summit.</i>
Improve information technology systems used by the jails and the courts for processing in-custody defendants (specifically to check whether a defendant is in jail prior to issuing a warrant).	<i>Referred to the Jail Committee Workgroup for implementation.</i>
Revise pretrial procedures for in-custody defendants to reduce pretrial length of incarceration by expanding the use of video proceedings; establishing agreements between the cities and the county for handling in-custody first appearance hearings for city cases at either the King County District Court's Aukeen Division (in the RJC jail courtroom) or at the Seattle Division (the downtown jail courtroom); or establish agreements among cities and the county to allow the first court to hold a first appearance for a defendant with multiple charges to also hold any other first appearances on other jurisdictions' charges.	<i>Referred to the RLSJC to form a multi-jurisdictional subcommittee to work on establishing agreements between the jurisdictions.</i>
Improve the method and protocol for scheduling outlying court first appearance hearings.	<i>Referred to the RLSJC to form a multi-jurisdictional subcommittee to work on establishing agreements between the jurisdictions.</i>
Evaluate changes in pretrial release; consider revising the standard Court Services interview form.	<i>Referred to the Jail Committee Workgroup for implementation.</i>
Develop multi-jurisdictional implementation groups.	<i>See above.</i>

## Felony Workgroup Report Recommendations

Recommendation	Action to be taken
<p><b>FARR Guidelines:</b> Recommendations 1 and 5 are related to DAJD's ability to administratively release felony defendants under the FARR Guidelines:</p> <ol style="list-style-type: none"> <li>Review the FARR Guidelines with particular focus on the drug trafficker exclusion.</li> <li>Presumptively release defendants brought in on a felony investigation if it is a property charge (unless the arresting agency states that it objects to the person's release because: the agency is unable to identify the person's identity through any other method; the case will be filed within 72 hours; or there exists a substantial danger that the person, if released, will commit a violent crime or seek to intimidate a witness.)</li> </ol>	<p><i>Referred to the Jail Committee Workgroup for implementation.</i></p>
<p><b>WER/EHD:</b> Recommendations 3, 9 and 11 relate to the use of Work Release and Electronic Home Detention:</p> <ol style="list-style-type: none"> <li>Allow the use of WER and EHD for pre-sentence defendants.</li> <li>Modify the "Order Modifying Sentence" forms to allow defendants who are in jail because of a sentence violation to be presumptively eligible for WER/EHD unless statutorily ineligible or expressly prohibited by the judge. Defendants should also be considered eligible for WER/EHD prior to the sentencing modification hearing (assuming they meet standard program criteria).</li> <li>Warrants issued for violations of sentence conditions should be modified to include bail and/or allow the use of WER/EHD.</li> </ol>	<p><i>Referred to the Jail Committee Workgroup for implementation.</i></p>
<p>Recommendation 4 pertains to implementing a felony failure to appear reduction effort.</p>	<p><i>DAJD started a pilot program at the RJC for out of custody felony arraignments in December 2001. If successful, DAJD will expand the program to the Seattle division.</i></p>
<p>Recommendation 7 pertains to increasing the number of offenders heard on the SRA Calendar.</p>	<p><i>Superior Court has implemented guidelines, which give direction for which cases may be struck off the calendar (and the process for doing so); the changes will go into effect by summer 2002</i></p>
<p>Recommendation 2 - Creation of a Pre-Trial Services Group within Superior Court/DJA based on the transfer of Supervised Release and the PR Screeners.</p>	<p><i>The Supervised Release program was eliminated in the 2002 budget.</i></p>

Recommendation	Action to be taken
Recommendation 6 - Encourage use of Live Scan by police for identification of defendants (rather than using the jail).	<i>Implement as available.</i>
Recommendation 8 – Use video to consolidate the SRA Calendars at Seattle and the RJC.	<i>The need for this change is several years out as the number of SRA cases gradually diminishes.</i>
Recommendation 10 – Reduce the number of Pre-Sentence Investigation Reports (PSI).	<i>The State Dept. of Corrections will be implementing this change as part of their overall State budget reductions.</i>